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ABSTRACT

The tremendous economic, cultural, and social changes that have taken place in the United States in the past 30 years have significantly altered family life. To meet the needs of families, communities and family structures have changed. For the past 10 years, the National Government has been redefining its role in relation to the family. While it is acknowledged that American families are in trouble, there is disagreement over ways to respond. In particular, controversy about a national family policy continues. Although the United States became interested in examining family policy under the Carter administration, the Reagan and Bush administrations have encouraged state and local governments to assume more responsibility for social services. In 1985, the Redlands Area United Way conducted a needs assessment of the community and found that child care was the number one problem of families in the area. The United Way created a task force of citizens and day care providers to examine the problem. Two years later, the city sponsored a long-range planning task force called Redlands 2000. Development of a family policy impact statement, which the task force recommended, has proven difficult. Goals formulated by the task force in the areas of human services, family policy, and community education are appended, as is a sample local child care policy. (RH)

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FAMILY POLICY ON THE COMMUNITY LEVEL

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Local Government and Family Policy

If you want one year of prosperity, grow grain.
If you want ten years of prosperity, grow trees.
If you want one hundred years of prosperity, grow people.
Chinese Proverb

Changes in the Family

What are we doing in the United States to grow people? Most Americans believe that it is the family that provides the soil, water, sunshine and nutrients that will result in healthy, happy and productive citizens. Throughout the world, the United States is viewed as the land of opportunity where people eat well, have adequate health care and can enjoy their work and recreation. Two-thirds of the world's people who immigrate choose the United States and of those over one-half come to California. The United States is one of the richest countries in the world and the state of California ranks sixth in terms of world wealth. For many, the United States has fulfilled its promise of economic well-being. But for others it has fallen abysmally short (Novick, 1989).

One in four children in the United States will grow up in poverty (Edelman, 1987). For some, poverty means not having enough to eat, wearing old and tattered clothing and living in sub-standard housing. For others, the poorest in our country, it means not having a home at all and scavenging food from garbage cans. We do not know how many children are living on the streets in the United States. It is difficult to count. In my community of 50,000 people it is estimated that there are from 600-2000 homeless and that nearly one-fourth are children.

Many Americans are asking what happened to the social and economic structures of our nation to allow some of our citizens to live at levels of poverty similar to those in underdeveloped nations? When my son was about eight-years-old I took him on a one-day trip across the border to Tijuana, Mexico. I wanted him to appreciate his privileged status by understanding the impoverished environments in which other children were growing up. A few

years later we had only to walk out to the end of our orange grove and find the forgotten items of homeless visitors.

The United States has undergone tremendous economic, cultural and social changes in the past thirty years and these changes have significantly altered family life. Until 1980 most Americans could dream of eventually owning their own home but since 1980 homeownership has been on the decline. My father bought his first home in 1942 for a little less than $15,000. Thirty years later, in 1973, I bought my first home for $25,000. Now the median cost of a home is about $130,000 and a median priced car costs about the same as my father's first house. Most young people today will not be able to afford to own a home. My son's generation is the first that cannot look forward to improving its economic well-being over that of their parents'. Family income in the United States has remained stagnant for the last ten years and the minimum wage in real dollars is actually less now than it was in 1965. In addition, we are losing higher paying jobs and increasing the number of lower paying jobs (Economic Policy Institute, 1986).

To meet the changing economic needs, family structures have changed. Thirty years ago a typical family consisted of a working father and a mother at home to care for their two or three children. Today over half the mothers of children under six years are working outside the home and the children are cared for by someone else or left on their own. Family relationships have also changed. The divorce rate skyrocketed during this thirty year period and today over half of American children will spend some part of their childhood in single parent families.

Our communities have also experienced major changes which impact on the family. Families have moved to follow employment and have become isolated from their extended family. Parents may live a long way from their place of employment and spend many hours a day driving on crowded and dangerous freeways leaving little time to spend with their children.

For the past ten years our national government has been redefining its role in relation to the family. The Reagan administration made many cutbacks in federal programs which

provided support to families. Although the Bush administration seems somewhat friendlier to families, there is still a sense that the state and local communities should play a larger role than the federal government in family support programs.

Changes in the American family have occurred so rapidly that government policies have not been able to keep up. Social structures are not in place to meet the needs of families today; some existing structures only serve to further undermine the family.

Family Policy

While there is a clear acknowledgment that American families are in trouble, there is disagreement over how to respond. The United States does not have an explicit family policy (Kamerman & Kahn, 1978). We have many laws, however, which impact on the family. Our income tax code allows deductions for dependent children in the family and for child care. We have programs that provide nutrition to pregnant women and infants, programs that provide free lunches to low-income school children, programs to provide child care for low-income families, public housing, and income support for poor families. Often, however, these programs have conflicting outcomes. It was not too long ago that our income support programs would only be provided if there was not a man in the home. This had the effect of encouraging an unemployed father to leave so that his family would be eligible for income support. Our income tax code contains what is called the "Grandmother clause'. The grandmother clause does not allow a family to deduct any child care fees which may be paid to family members. Since grandmothers and other extended family members may be the most loving child care providers, this policy is not in the best interest of the child or family.

The idea of a national family policy is controversial in the United States. Shorr defines family policy as "consensus on a core of family goals, toward the realization of which the nation deliberately shapes programs and policies" (1968, p.143). While

our country espouses the importance of the family, many Americans believe that the government should not become involved in family issues. The American tradition of individualism on which the country was founded mitigates against policies which are concerned with groups rather than individuals. In addition, we cannot agree on what we mean by families. Some groups, particularly religious groups, want to define the family as working father, care-giving mother, and children. Other groups want to expand the definition of family to include single people as a family unit, single parents, adults caring for aging parents, childless couples, and same-sex adults living together. The goals of a family policy would be vastly different depending on how family is defined.

Samuelson (1986) argues that policies will influence the choices people make. If we provide more and better quality child care, more women will choose to work. Women who work may not view their role as primarily that of a nurturer and that may contribute to the further breakdown of the family. Family policy is an intrusion, Samuelson believes, into the private choices a family must make. Amidei (1986), on the other hand, argues that we have many family policies in the United States and that these policies affect people at all stages of their lives. Such policies reflect choices made by the government on the use of public funds and which groups will benefit. Kamerman & Kahn (1976) suggest that there are many secondary consequences to families of our social policies and that these consequences may not always be what was intended. Kamerman and Kahn suggest that rather than developing a specific or explicit family policy similar to policies developed by many European nations, we use instead a "family perspective" in developing policy. The family perspective suggests that policies in many different areas should be examined to determine the impact of the policy on the well-being of the family. The tax code, for example, which prohibits income tax deductions when children are cared for by family members would be evaluated to determine whether family care was best for children, how many parents use

other family members for child care, and whether parents prefer to use family members.

Changes in the family structures have not been reflected in government policies. Many policies are based on family structures which no longer exist. Moroney (1987) suggests that as social conditions change, the types of stressors change but not necessarily the degree of stress. Moroney advocates that we avoid a sense of "loss" as a theme in social policy. Social policy must reflect current needs of individuals and families but it should not suggest that former social structures were necessarily better. Moroney asks four fundamental questions regarding social policy: (1) Should social services be available only to people who are unable to meet their basic needs or should social services be a right to which all individuals and families are entitled? (2) Should the total population receive benefits or only those determined to be "at risk"? (3) Should the government become actively engaged in improving the quality of life for individuals and families or should it only guarantee a minimal level of support? and (4) Should the government react to problems and crises as they occur or should it actively work to prevent or reduce problems and crises? If we narrowly define the beneficiaries of social policy we might be able to provide more services to those families most in need. Services targeted to low-income families, however, often carry a stigma which can cause a lack of self-esteem and sense of personal achievement. If social services are perceived as a right of every citizen we are more likely to place a higher priority on the provision of such services.

Zigler, Kagan and Klugman (1989) suggest that a single, comprehensive family policy is neither desirable nor possible for Americans. Instead, we should focus on examining our current policies and develop evaluative criteria based on our best knowledge from child development and family research. Four principles are suggested. First, family policies should consider the principle of family integrity and continuity. Policies should assist families in caring out their functions of care-giving, education, and emotional support. Second, family configurations vary and

policies should support family diversity rather than encourage a single model. Policies should provide options or choices for families that fit their particular needs. Third, policies should support a minimum environmental level below which no family should fall. Zigler and associates suggest that issues of corporal punishment in schools, child abuse, protection from hazardous materials and accidents should all be considered in the environmental level. And finally, policies must recognize that the needs of families and the child sometimes are in conflict. Recognition of children's rights can come into conflict with the family's wishes. This can occur in cases of child custody disputes between spouses or between the parents and the state. It has been an issue when parents' religious beliefs prohibit medical treatment which may be in the best interests of the child's health. While policies cannot be developed to answer the difficult dilemmas of such conflicts, social policy must at least recognize that the conflicts exist.

The United States became interested in examining family policy under the Carter administration. In the two administrations following President Carter, there has been an increased emphasis on the privacy of the family and a lack of interest in formulating public policy to support families. The Reagan and Bush administrations have encouraged state and local governments to assume more responsibility for social services. While the local government may have the fewest resources available, it is also the point at which families receive services.

Local Government and Family Policy

The National League of Cities recently completed a survey of 278 of America's largest cities to determine what problems local governments were facing regarding children and families. The survey identified child care as the number one problem for parents and substance abuse was ranked second. Affordable housing was the number one problem for families (Born, 1989). Local governments are critical in forming solutions to these problems

and others because they are employers, regulatory agents, and promoters of economic development (Leibman, 1987). Local governments, however, are having a difficult time responding to the problems identified by families. The major barrier is a lack of funds to support the needed social programs. The largest cities have the more serious social needs and the least amount of money to respond to the needs. The National League of Cities survey found that three out of four cities do not have a written policy for families and most are not considering the development of such a policy. The larger cities (over 300,00) are more likely to have policies in the planning stage.

Cities that have begun to respond to the social needs of families and children have devised a range of responses. Some cities have created task forces to determine the need for child care in the community and to identify ways to increase the availability of child care. Education has been a focus of other cities. Seminars on family issues, child care and other special concerns have been provided. Education has also included technical assistance to developers and potential day care providers as well as consultation. Resource and referral networks have been established by some cities. Sometimes the city will manage the network and other times the city will contract for services with another agency. Cities can reduce or sometimes even remove regulatory barriers to the development of child care or low-income housing. Cities with vacant land can donate the use of the land for day care centers or other social services. To increase the availability of affordable child care or housing cities have provided grants or low-interest loans. Cities have written ordinances to establish child care policies and have hired child care coordinators. As employers, cities can develop model practices which include providing child care for employee's children, providing paid maternity and/or parental leave, and flexible scheduling.

In 1985 The Redlands Area United Way conducted a needs assessment of the community and found that child care was the number one problem. United Way created a task force of citizens and day care providers to examine the problem. The task force was

active for several years and is credited with several accomplishments such as educating the business community on the need for child care, sponsoring a conference on employer-supported child care, advocating for reduced city fees for large family day care homes, and writing a state grant to secure funds for a child care program.

Two years later the city decided to celebrate its centennial year by sponsoring a long range planning task force called Redlands 2000. One hundred citizens were involved over a year and a half period to examine five critical areas: land use, economic development, public services, culture and heritage, and human services. The Redlands 2000 report was submitted to the city council in December 1988.

The human services section of the report made two significant recommendations. First, the committee recommended that the city establish a centralized organization to coordinate and direct human services provided by the public and private sectors. The sub-goals were to create an office of human services, create a citizens' advisory commission for human services, and add a human services element to the general plan.

The second recommendation was to adopt a family policy that includes a mandate to evaluate the impact of city policies on the family. Additionally, the recommendation included adding child care to the land use element in the general plan, providing incentives to developers to include child care, and developing a day care density plan.

After city council adopted the Redlands 2000 report a city task force on child care was organized. This task force took the place of the United Way Task Force. It was made up of day care providers, business people, school district representatives and interested citizens. A citizens' committee to up-date the city's general plan was also established.

Family Policy Impact Analysis

Developing a family policy impact statement is proving to be a difficult problem. During the Carter Administration an organization called Family Impact Seminar was formed in Washington, D. C. The purpose of the Family Impact Seminar was to examine public and private policies and the effect they have on families. Family impact analysis is modeled after the concept of environmental impact analysis. Family impact, however, is more sensitive, complex, personal and more difficult to measure. Family impact analysis involves a value judgement and the Seminar determined that policies should serve to maintain and strengthen families. The Seminar recognized that policies are rarely neutral towards families and often even the absence of a policy will have an impact on the family. In addition, policies may affect different families in different ways. The income tax child care deduction, for example, was helpful to middle income families who could reduce their tax base (Johnson, 1978). But for low-income families who often couldn't afford child care in the first place, the deduction was of no value.

Mattessich (1977) suggests the following steps in preparing a family impact statement:

1. Identify the policy components which have a high degree of impact potential and those which have little impact potential.
2. Specify the probable impact of the policy.
3. Determine which families the policy will affect and to what extent.
4. Evaluate the advantages and disadvantages of the probable impacts.
5. Compare the impact of alternative strategies.
6. Recommend a course of action.

A few reports were issued by the Family Impact Seminar but to date they have not done a comprehensive analysis of the impact of various policies on the family. The Seminar, however, has raised the awareness of policymakers to begin to think about family issues.

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Local Government Efforts

Most local governments are focusing on child care as the major family issue. San Francisco's child care ordinance mandates that commercial builders in the downtown area either provide space for child care or pay a fee into a fund which will be used to develop child care. The city has requested a waiver of the regulation that child care centers must be on the ground floor. Downtown child care centers can now be on the second floor provided two direct exits are available. Orange County, California has identified 38 park sites on which child care centers could be built. The county is requiring builders to set aside land for child care when plans are submitted to the planning commission or to donate money to the Orangewood Foundation Child Care Fund. San Bernardino County and City has established a non-profit corporation to provide day care for city and county employees and subsidized care for low-income families. Several cities have hired a child care coordinator to work with both the private and public sectors to facilitate the development of child care. Child Care coordinators often sit on the planning commission so that they can raise child care as an issue in new developments. Many cities like San Gabriel, Redlands, California; Nashua, New Hampshire; Tacoma, Washington and other cities provide after-school care. Cities are discovering that school districts and cities can build joint powers agreements to provide outdoor play space and after school programs on school sites. Cities provided models of family-oriented employment practices as they offer extended maternity leave, parental leave, day care and flexible work schedules.

A Few cities have gone beyond looking at child care and the traditional recreation/community center programs to meet family needs. Apartment builders in Orlando,Florida, for example, have recognized that most of their tenants are parents with young children and they have begun to include playgrounds in their development plans.

In California the inclusion of a human services element in the general plan is optional. More and more cities, however, are beginning to include human service in the general plan. Orange County, West Covina, Moreno Valley, Freemont, Irvine, Lompoc, Davis and Costa Mesa and others have added human services to their general plans. Typically human services elements will encourage the development of child care centers, ensure equal opportunity in housing, employment and business, facilitate cooperation among service agencies, and periodically conduct a community needs assessment.

While it is difficult for cities to provide services for families because of the limited ability to tax, it is important that cities address human services needs. It is at the local level where the need for services is most apparent, where the lack of services will have the most detrimental effect, and where the provision of services can be monitored closely to ensure the most positive benefits. Cities have demonstrated that they can seek creative solutions to serious human services needs and maximize the resources which are available to them.

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Chapter 5

MEETING HUMAN SERVICE NEEDS

Redlands is a relatively prosperous community in a relatively prosperous region of the nation. Its residents are fortunate to have an abundance of human services available, both within and outside the City. There is no reason to believe that this will change in the foreseeable future. There is, however, cause for concern about whether the City will be able to continue to meet human services needs as the citizenry changes.

The Southern California Association of Governments' baseline population projections indicate that there will be a 47 percent population increase over the next 25 years in Southern California. Redlands probably can expect an increase as great or greater as housing costs closer to Los Angeles and Orange County continue to increase. With this population increase, changes in family configuration and further ethnic diversity can be expected.

Family changes will include a decrease in stay-at-home mothers with 80 percent of California families having adults who work and parent; an increase in single-parent families; an increase in teenage parents, and an increase in elderly-dependent family members.

The age distribution of California families will change significantly. One in five Californians will be a senior citizen, with an 81 percent increase in Californians over 85 years of age. In addition, the under 18 population will increase by 25 percent. Such demographic changes increase the economic pressure on middle-aged citizens and wage earners.

Projected demographic changes suggest the population will become increasingly diverse in ethnicity and language. There may be a need for changes in the way human services are offered and for increased provision of English language instruction.

Redlands 2000

Redlands is already a diverse City with citizens of different ages, income levels and ethnic backgrounds. A healthy city values the diversity of its population and encourages the provision of services to meet the needs of all its citizens.

Human Services

GOAL 30. ESTABLISH A CENTRALIZED ORGANIZATION TO COORDINATE AND DIRECT HUMAN SERVICES PROVIDED BY THE PUBLIC AND PRIVATE SECTORS.

A coordinated effort is necessary in order to maintain or increase the quality of human services without significantly increasing the tax burden on City residents, ensure the equitable distribution of human services and increase public awareness about the availability of human services.

Recommended Actions

* Add a Human Services Element to the General Plan. The Human Services Element should be a plan for determining City goals and objectives and for establishing standards and priorities to meet community human services needs. The Human Services Element should address the needs of all City residents from the youngest to the oldest.
* Create an Office of Human Services and Relations. The function of the office would be to oversee the implementation of the Human Services Element of the General Plan, to develop guidelines for planning, coordinating and evaluating current and proposed programs, and to serve as an ombudsman and advocate in the community for human rights and family support services.
* Create a Human Services Advisory Commission. The commission's membership would consist of representatives from agencies providing human services. It would be a coordinating body for such services, provide a communications network to identify areas of common concern, and participate in the formulation and implementation of the proposed family policy. Two areas already identified are communications and transportation. Specific actions would include: (1) establishing a City-wide 24-hour referral and emergency telephone number; (2) expanding and updating annually the human services directory at the front of the Redlands area telephone book; (3) developing and maintaining a community demographic profile which identifies the changing needs of the community; (4) initiating a public information campaign to increase citizen awareness of the legitimate need for, and elicit support for, human services policies and programs, and (5) developing a transportation network for health, nutrition and recreational needs which would involve City and private sector vehicles.

Family Policy

GOAL 31. ADOPT A FAMILY POLICY THAT INCLUDES A MANDATE TO EVALUATE THE IMPACT OF CITY POLICIES ON THE FAMILY.

It is in the interest of the City to nurture the family unit and to be aware of the effect of City policies on day care, recreation, housing and health for the following reasons:

- *To ensure that support services to family members of all ages are in place.*
- *To ensure that support services are affordable and accessible.*
- *To maximize the availability of recreational activities for community residents.*
- *To provide recreational facilities throughout the City.*
- *To use to the fullest extent all City-owned facilities.*
- *To promote health programs for the prevention of physical and mental illness.*

Recommended Actions

Day Care.

* Add child care to the Land Use Element of the General Plan, thereby allowing parents choices in child care that include the availability of all types of child-care programs in various locations.
* Add child-care facilities with appropriate development standards to Zoning Ordinance 1000.
* Provide a day-care density plan to ensure that new centers are located in an area of the community where service is not currently or adequately provided.
* Provide incentives, such as density bonuses and shared parking, to developers who include day care in their plans.
* Include in the family policy a specific child-care component that will unify all child-care interests and resources by providing an adequate supply of accessible, affordable, quality child care for the community.

* Encourage multi-generational program planning whenever feasible. The City should actively pursue state and federal funding for this purpose when/if available.
* Assist the private sector in the development and coordination of day care for mildly ill children, handicapped family members and dependent adults.
* Identify sources of funding for child and adult day care.

Recreation.

* Implement strategies to maximize use of City and public school facilities for needed recreational programs.
* Assess the existing services and analyze any future placement of recreational or family support services to ensure that all areas of the community have equal access.
* Enter into a partnership with public or private entities to ensure adequate provision of play space, family support programs and recreational opportunities in the community.
* Develop a water recreation facility and public golf course.
* Expand City-operated, after-school recreation programs.
* Include the recreational needs of children and adults in development plans.

Health.

* Establish community-wide education programs in the areas of substance abuse, sex education and communicable diseases.
* Coordinate efforts to expand free clinic services and loaned personal medical equipment.
* Expand the provision of nutrition services in the City.
* Assist the private sector in developing programs to help the disabled and frail elderly people to receive the types of services that foster independence and integration into the community.

Community Education

GOAL 32. INCREASE THE AVAILABILITY OF COMMUNITY EDUCATION ACTIVITIES FOR RESIDENTS OF ALL AGES.

The success of community programs is dependent upon a knowledgeable and educated citizenry.

Recommended Actions

* Ensure that residents are provided with cable television's most comprehensive service by: (1) establishing a citizens' Cable Commission to provide public input into cable television services that should be provided; (2) providing local origination broadcasting from City Hall and other municipal and school buildings; (3) expanding the use of a regional emergency alert system allowing local police and fire departments to cablecast emergency information, and (4) providing community programming.
* Continue and expand, whenever possible, the current City policy of working with and offering support to the educational entities by: (1) continuing joint powers agreements with the Redlands Unified School District (RUSD) to provide resources and facilities for recreation programs and adult education programs, and (2) providing leadership experiences and opportunities for interested students of all ages.
* Seek a joint powers agreement between A. K. Smiley Library and RUSD to cooperate in providing library services throughout the City.
* Develop and fund an ongoing public education program targeting both adults and children in Redlands about: (1) recycling, including identification of recyclable items and the reasons for recycling; (2) the hazardous waste business plan and toxic wastes, including definition and how and where to safely dispose of toxic wastes; (3) landfills, including the potential pollution of groundwater, absence of space and alternatives for solid waste disposal; (4) anti-littering, and (5) water supply and water conservation.

Rationale

The city recognizes that the workplace and family needs have changed dramatically. Demographic, economic and social factors, including the high cost of living, the increase in single parent families, and the career interests of women have led to an increase of mothers in the workforce. Currently 65% of mothers with children under 14 years of age are working and more mothers are returning to work shortly after their children are born. The availability of affordable and accessible child care impacts on the quality of life in the city.

The provision of accessible, affordable quality child care must be a shared responsibility among parents, employers, child care professionals, employee organizations, schools, businesses, community leaders and government officials. The city has the opportunity and responsibility to assume a leadership role in planning for child care and coordinating services to meet the community's need for child care. Though the city has limited financial resources, it can establish a leadership role in maximizing its own resources, developing supportive employer policies, and encouraging child care as a community priority.

The following policy statement is intended to express the commitment of the city to take a leadership role in the support and expansion of child care services. All relevant city departments, commissions, and committees are directed to foster and support this policy.

Policy

Planning

The city shall integrate the child care needs of those who reside and work in the city in its planning processes. This will be accomplished by the inclusion of goals and objectives, as appropriate, in the city's General Plan, Strategic Plan, and departmental plans.

Facilitation and Coordination

The city shall take a leadership role in coordinating the planning and provision of child care and recreation services. It will work with service providers to expand service to meet the child care and early education needs of families with young chidren.

The city shall institute procedures which will expeditie the necessary approvals and permits required for the construction of child care facilities and for projects which include child care faciltities. City policies will be examined to eliminate any administrative barriers such as excessive application fees, inappropriate zoning ordinances and licensing procedures which might interfere with the expansion of child care. The city shall determine appropriate incentives for the development of child care services within the city which might include off-site parking options, density bonuses, or tax credits.

Services

The city will focus its child care efforts on the school-age and teen population. It will expand its recreational opportunities and ensure quality programming for young people through neighborhood community centers.

Partnerships

The city will work with the school district, non-profit agencies, businesses and other community groups to foster and develop child care. The purpose of such partnerships is to increase the availabiity of accessible, cost-effective quality child care.

Land/Property Use

The city shall facilititate the development and acquistion of space for child care. When possible, under-utilized or vacant city-owned land or buildings may be made available for child care purposes.

Transportation

The city recognizes that transportation is often a difficult problem for parents. The city will encourage child care faciltities near public transportation routes. In addition, the city will encourage cooperation between the school district and child care providers for children's transportation needs. A further goal is to reduce the number of child care related trips and the harmful impact they may have on traffic congestion and air pollution/

Funding

The city will maximize the use of current funds available for child care and explore private and public funding options. Such options might include

federal or state child care grants, business support, or creating a city child care endowment fund.

Model Employer

The city shall serve as a model to other employers by maintaining personnel policies which support the family and child care needs of city employees. Such policies include maternity and parental leave policies and either direct child care support or a voucher system.

Legislation

The city shall actively support state and federal legislation that is consistent with the intent and goals of this policy.